DOCUMENT RESUME

ED 052 368 VT 013 550

TITLE	Interviewer's Handbook for Selection and Referral to Training and Placement.
INSTITUTION	Manpower Administration (DOL), Washington, D.C. U.S. Training and Employment Service.
PUB DATE	70
NOTE	78p.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (L 1.7/2:IN 8, $1.00)
EDRS PRICE	EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS	Apprenticeships, *Disadvantaged Groups, *Educational Programs, *Employment, Employment Counselors, Guidelines, *Manuals, Personnel Selection, *Placement

ABSTRACT

This handbook is designed to assist local employment service personnel in effective selection and referral of applicants to training and job opportunities. Guidelines for placement are combined with detailed information on training programs. General guidelines for the identification of disadvantaged applicants are supplemented with a discussion of the outreach, motivation, and special assistance available to this group, within the Human Resources Development framework. The guidelines for job placement are followed by procedural modifications to meet the needs of special groups or situations. (BH)

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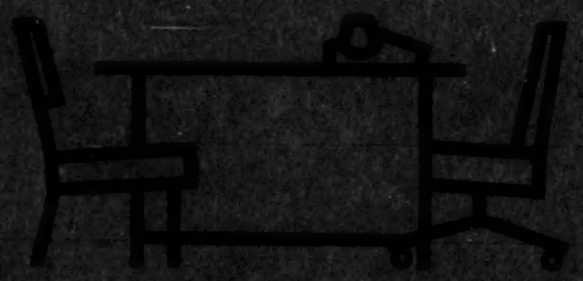
INTERVIEWER'S HANDBOOK

for SELECTION and REFERRAL to Training and Placement



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INTERVIEWER'S HANDBOOK

for SELECTION and REFERRAL to Training and Placement

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MANPOWER ADMINISTRATION
U.S. Training and Employment Service

E0253.88

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402 - Price $1

PREFACE

This revised handbook is designed to assist employment service local office staff in effective selection and referral of applicants to training and job opportunities. Guidelines for selection and referral are combined with detailed information on training programs to save staff time without sacrificing service to either applicant or employer.

This handbook was prepared in the Office of Technical Support, Division of Placement Services Operations.

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INTRODUCTION

The ultimate goal of this Nation's manpower programs is the development of its human resources. To fulfill this goal, priority must be given to disadvantaged persons with multiple barriers to employment. The main objective of employability improvement services is a job. With a job as an outcome, we will fulfill our mandate. Every person must have the opportunity to contribute his maximum capabilities to our national growth. As a nation, we cannot ignore the segment of our population which has been struggling for existence. We have both a moral obligation and a practical need to recognize and assist the disadvantaged. By assisting the disadvantaged to become contributors to the economy, the entire community, as well as the individual, benefits. The Manpower Administration has accepted the challenge of our times to help all who are willing to get and hold a job and to become both contributors and sharers in the Nation's well-being.

The responsibility of the local employment office goes far beyond that of referring a jobseeker to an available job vacancy. For some applicants, referral to a vacancy in an occupation for which he has been trained, or in which he is customarily employed, represents the sum total of the service needed. For others, referral to a job may be the last step in a process of employability development which can be accomplished only after basic needs for literacy training, health and social services, and skill training have been met. Others will need special job development efforts to overcome employment barriers other than lack of skill. Modification of basic referral and placement techniques may often be required to help disadvantaged individuals. To meet the needs of the disadvantaged applicant, local office staff should:

1. Identify the needs of each individual applicant and the services required to fill these needs.
2. Be aware of all the services the local office can provide.
3. Be well informed about all other community agencies, the kinds of services they offer, the eligibility requirements involved, and the steps necessary to enable the applicant to obtain these services.

4. Assist the individual in making an appropriate choice of available resources, for which he may qualify, to best fulfill his needs and desires in his present situation.

This handbook has been designed as a reference tool in carrying out this approach.

Part I provides general guidelines for the identification of disadvantaged applicants, and the outreach, motivation, and special assistance available to this group. The discussion centers on Human Resources Development which is based on full utilization of all manpower services to enable disadvantaged persons to become fully employable. Further, it provides a basic setting for the rest of the book.

Part II provides general guidelines, followed by specific information on training programs and facilities, their eligibility requirements, and local office responsibilities in relation to them.

Part III provides general guidelines for selection and referral to employment, followed by procedural modifications to meet the needs of special applicant groups or employment situations.

If additional instructions are needed, an effort should be made to contact the appropriate State or Federal agencies. Handbooks and program letters containing procedures and instructions are continuously being revised and updated.

PART I

Human Resources Development (HRD)

General Guidelines

This chapter emphasizes the urgent need to implement an employability plan tailored to each individual's specific requirements. HRD is an effort of the employment service to provide concentrated utilization of all employability development programs to applicants according to their needs. The overall objective of HRD is to place the disadvantaged into good jobs. In order to meet this goal, the HRD concept depends on identification of those persons most in need of assistance, utilization of all available manpower resources to improve the opportunities of the disadvantaged for satisfying employment, placement of these persons in available jobs and development of further job openings, and assistance to these workers even after they have been placed in jobs to help insure job success.

Considerations in Relating to HRD Applicants

The following are basic considerations for serving HRD applicants:

1. Assistance efforts must be geared to the particular needs of the individual.
2. Prompt service acts as an important motivational factor with the disadvantaged individual, as he may become discouraged if the services are unduly delayed or prolonged.
3. A definite commitment of a job or job opportunity supplies a positive goal and becomes a strong motivational factor.
4. The use of trained indigenous workers in all phases of the program more readily promotes acceptance of the local office and the services it offers to the disadvantaged applicant.
5. The possibility of turning disadvantages into advantages should be explored; i.e., young people with unusual family responsibilities may have developed a mature approach to problem-solving.
6. Rapport is best established with the disadvantaged applicant on a person-to-person basis.

7. The team approach is the best system of providing services on a continuous basis to the disadvantaged applicant.

Considerations in Development of Comprehensive Plan

In developing an employability plan for an individual applicant the following should be considered:

1. Initial contact through neighborhood *outreach* by the ES and other community agencies.
2. Employability services:
   a. Interviewing.
   b. Orientation and assessment, including testing suited to needs of the applicant.
   c. Counseling (group and individual).
   d. Referral to prevocational and work-training programs, including: OJT, Job Corps, NAB–JOBS, MDTA, apprenticeship, NYC, WIN, CEP.
   e. Typical supportive services, incorporated in varying degree, in the above programs:
      (1) Basic education.
      (2) Health services.
      (3) Child care.
      (4) Legal aid.
      (5) Transportation.
   f. Followthrough, continuity of service.
3. Job development and placement:
   a. Individualized job development and record.
   b. Followup and followthrough (postplacement continuity of service through coaches, "buddies," and counselors):
      (1) Begins immediately after placement and ends when satisfactory job adjustment is accomplished.
      (2) Most contacts should be made in person.
      (3) Contact should be made with supervisors, family, and any other individuals who may affect the adjustment of the individual.
      (4) Focused interventions should be made at the time a problem occurs and where it occurs.
      (5) Continuous contact with the applicant at the place of employment, as well as the agency, should be maintained.
      (6) Continous job guidance should be provided.
      (7) Career development and advancement must be considered along with an awareness of the possible need for supportive services through the levels of progress.

Cautions To Observe

1. The concept of "screening in" should be used at all times.
2. Not all members of minority groups (Negroes, Indians, Puerto Ricans, and Mexican Americans) are disadvantaged.
3. Maintain a friendly, businesslike attitude when talking to applicants.
4. Do not assume that the poor are educationally deficient, unintelligent, or mentally retarded. Accept them for what they are and work to improve their behavior.

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General Discussion of HRD

Service Provided

Human Resources Development (HRD) is a concept which recognizes every individual's right to have the opportunity to work at his highest potential and earn a decent wage, if he is willing and able to do so. To transform this idea into an active effort, it must be understood that HRD is a significant part of all manpower programs. The HRD effort is directed to individualized employability development with special emphasis on disadvantaged people. By understanding the HRD concept and identifying the individuals most in need of intensive, personalized assistance in attaining job readiness, it can be seen that HRD success depends upon using all manpower development resources.

Identification of the Disadvantaged

A disadvantaged person (as defined in Manpower Administration Order 1–69) is a member of a family receiving cash welfare payments or whose annual income is below specified minimum levels (see *Poor person* in glossary), who is without suitable employment, and who is either:

1. A school dropout,
2. A minority group member,
3. Under 22 years of age,
4. Over 45 years of age, or
5. Handicapped physically or mentally.

In addition, the disadvantaged person may be culturally isolated and deprived, educationally limited, geographically isolated, mentally retarded, highly mobile and restless, a migrant farm youth, in a low socioeconomic status, with a language problem, or easily discouraged and frustrated. Frequently in the disadvantaged category are many Negroes, white Appalachian residents, Mexican Americans, Puerto Ricans, and Indians.

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Although many disadvantaged people are aware of available assistance, they are hestitant to leave their neighborhoods to seek help. An answer is to take our assistance and guidance into the disadvantaged neighborhoods. In these instances, the individuals may be reached in their homes; at neighborhood poolhalls, laundromats, or snack bars; or through churches, schools, or other community organizations. They may be either directed or escorted to the local ES office by an outreach person. Call-ins from local employment office files should be used to determine if there are disadvantaged applicants who would benefit from the services available. Mass media, publicity, and various circulars should inform the disadvantaged of the services available and how to obtain them.

As often as possible, outreach, testing, counseling, and provision of other supportive services should emanate from one location. This may be done through establishment of, or in cooperation with, one-stop neighborhood centers. The welfare department, vocational rehabilitation centers, senior citizens groups, and churches may be additional sources of applicants.

Motivation of the Disadvantaged

Motivation, seen as a goal or reason for doing something, is whatever impels a person to action. One of the problems in working with a disadvantaged person is that he often appears to be unmotivated. He may have become involved in a cycle of failures, and, as a result, his levels of needs and satisfactions tend to be lowered. He may want to help himself, but he doesn't know how. It is up to us to break this cycle of failures by helping him, even in the smallest ways, to achieve some measure of success. In reality, what appears to be lack of motivation is frequently frustration. When help and opportunity are provided, motivation appears. The disadvantaged person also may appear unmotivated because of skepticism about the existence of definite work opportunities, compounded with a distrust of promises that have been broken in the past.

As a motivational force, speed in getting the disadvantaged into training programs and jobs is an important aspect of HRD. Therefore, a definite commitment should be made to the person that there is a job or job opportunity after training, so that counseling and testing will have more meaning.

Employability Development

Employability development consists of services that improve the individual's opportunity to secure meaningful employment. After determining the need for employability services, gathering background information, and explaining the services offered, the process of employability improvement begins with specific goals in mind.

1. *Coach Concept.* To establish and maintain rapport during the process of development, each applicant should have a "coach" with whom he can relate. This is usually a preprofessional employee from the same environment as the applicant. The coach aids the applicant to make a satisfactory job adjustment and should be available at all times to provide moral support and help the applicant to advance.

2. *Counseling.* The HRD Counseling and Employability Model stated that counseling is the "sum total of all activities that lead to behavioral change and modification needed to bring the applicant to a level of employability for full regular work." It should make the individual independent, productive, and personally satisfied. Counseling should be geared to the particular needs of the disadvantaged individual. The counselor must establish rapport with the applicant to serve him effectively. A person should be referred to individual counseling if he has problems relating to vocational plans or has unrealistic vocational goals.

Placement and Job Development for the Disadvantaged

Developing jobs for disadvantaged groups will cause special problems. Employers and the community may be reluctant to accept these individuals because of a lack of understanding and longtime prejudice. Jobs are developed for applicants on a one-to-one basis. In each instance, employers must be encouraged to understand how the disadvantaged person can serve them and the community.

In addition to an interviewer's own knowledge of an area, a job development file should be established using lead cards. The lead cards would suggest possible employers who might hire or who have hired members of the disadvantaged groups. The employer relations representative should help supply a list of such employers on a continuous basis.

The job developer should keep away from "typical jobs," casual labor, etc., and concentrate on jobs that will offer the applicant meaningful return and incentive. The job should provide for some measure of yet unrealized success, possible career development, and personal dignity. The job developer, using resources of the local office and other agencies, should help the applicant acquire a job he could not get on his own. This frequently can be accomplished by enrolling the applicant in on-the-job training, or by referring him to NAB–JOBS orders, where available, and to job openings routinely received in the local office. The overall objective of Human Resources Development training is placement in a meaningful job.

Followthrough

Followthrough by ES staff is the process of assisting applicants in job adjustment after placement. Interviews may be conducted with the applicant at the place of employment, as well as at the local office. Additional contacts should be made with supervisors, family, and others who who may affect the adjustment of the applicant. Follow through activities should solve problems of adjustment, such as attendance, work habits, and attitudes. The process must ease the transition from a need for support to self-reliance. It should begin soon after placement and continue until the individual has become a productive member of the work force.

During the followthrough process, the coach or counselor should encourage self-motivation by allowing the person to move in any of several identified directions, using a variety of services. The counselor-counselee relationship should encourage the person being counseled to feel free to return for additional counseling at any time.

Followthrough also should prepare an applicant for promotion and upgrading. Assistance should be provided to improve work attitudes, to increase the desire for further education and skill development, and to help the individual understand the importance of high standards in his work.

Supportive Services

Followthrough with the applicant may reveal a need for assistance not available through manpower programs. Generally, other service groups offer help in the areas of health, welfare, and rehabilitation.

Each ES staff member participating in followthrough activities should familiarize himself with (a) services available in the community, (b) the applicant eligibility criteria, and (c) the general operational procedures of each of these organizations. The followthrough staff will then be able to provide the applicant with details of what additional assistance is available after referral to another community service group. This will insure that the applicant will be properly informed about community assistance available to him.

PART II

Referral to Training or Work Conditioning Resources

General Guidelines

Basic Considerations in Selection of Resource

Referral to vocational training or work conditioning resources should be dictated primarily by the needs, aspirations, and potential of the individual. The following are basic considerations:

1. Economic status of the individual.
2. Other basic eligibility requirements dictated by the type of program.
3. Vocational aptitudes.
4. All pertinent facts secured during the interview determining need for training, interest in training, and the fields of vocational interests.
5. Present level of educational achievement.
6. The location of the training; e.g., desirability of moving from present environment.
7. Physical and emotional readiness; e.g., for Job Corps experience.
8. Immediacy of financial need and need for stopgap service.

Cautions To Observe

1. The fact that an individual has come to the local office to inquire about a particular program does not guarantee that the program is most suitable to meet his needs.
2. A resource should never be used for an individual for any of the following reasons:
   a. To fill quotas that have been set.
   b. To show that some action has been taken for the counselee.
   c. To get rid of a troublesome applicant.
   d. To conveniently fill an immediate opening.
3. In referral to any manpower program or facility, selection of individuals must be made without regard to race, creed, color, or

national origin. Sex may be a selection factor only if significant for the nature of the work assignment; age, only if specified by program requirements.

Assisting the Individual To Select the Appropriate Resource

The counselor advises the individual of the resources available to him for which he may qualify and helps him relate these to his needs, desires, and present situation. The counselor must make reasonably certain that the applicant is basically eligible for a given type of training before suggesting it to him.

The applicant is then given the information he needs to make his decision. Especially important are such factors as:

1. Waiting time before a course begins.
2. Anticipated difficulties which might prevent acceptance in a given course or program.
3. The demands the program makes of its participants, including length of training, hiring arrangements, travel, expenses, compensation, rules and regulations, and physical examinations.
4. Obligations, including any long-range requirements.

Followup During Training

Individuals may need counseling during the training program to help them understand their capabilities, to assist them in adjusting to the realities of training or employment, to develop good work habits, and to prevent dropout.

Apprenticeship

Nature of the Program

Apprenticeship is a method of learning a skill through a predetermined schedule or training outline consisting of not less than 4,000 hours (a minimum of 2 years) of on-the-job training and related theoretical instruction.

An apprenticeship program as registered with a State apprenticeship agency recognized by the Bureau of Apprenticeship and Training, U.S. Department of Labor, or where registered with the Bureau of Apprenticeship and Training, will include provisions for the following:

1. Entry age of an apprentice to be not less than 16.
2. Full and fair opportunity to apply for apprenticeship.

3. Selection of apprentices on the basis of qualifications alone.
4. A schedule of work processes in which an apprentice is to receive training and experience on the job.
5. Organized instruction designed to provide the knowledge in technical subjects related to his trade (a minimum of 144 hours per year is normally considered necessary).
6. A progressively increasing schedule of wages.
7. Proper supervision of on-the-job training with adequate training facilities.
8. Periodic evaluation of the apprentice's progress, in both job performance and related instruction, and the maintenance of appropriate records.
9. Employee-employer cooperation.
10. Recognition for successful completion of apprenticeship.
11. Nondiscrimination in all phases of apprenticeship employment and training.

How the Apprenticeship Program Is Administered

An apprenticeship program is administered in accordance with the conditions under which it is registered. The situations in which apprentice training may take place may range from a small shop employing one apprentice; through a large industrial plant employing 100 or more apprentices; to an area training program such as in the construction industry involving many contractors, labor organizations, and crafts, and employing hundreds of apprentices. The administration varies with the circumstances but usually falls under four general types:

1. *Employer-administered programs.* In a small shop or in a large industry, where the employees express through their organization their desire to have management conduct a program or where there is no employee organization, the management of the industry formulates and registers apprentices by standards.
2. *Employee-administered programs.* In a small shop or in a large industry, where a bargaining agreement exists between management and organized labor and where management chooses not to participate in an apprenticeship program, organized labor may formulate and register the apprenticeship standards.
3. *Independent Joint Apprenticeship Committee administration.* This type usually is found in situations where one union represents all the workers or all the crafts participating in apprenticeship in a single

company or corporation. The joint committee is composed of equal representatives from management and labor.

4. *Area Joint Apprenticeship Committee administration.* The Area Joint Apprenticeship Committee is one sponsored by a group of employers and one or more unions. This arrangement is customary when working with each craft in the construction industry and is the accepted pattern in other industries in some geographic areas. During a 4- or 5-year training program, apprentices may be on the payroll of many different employers; yet, to learn the trade, they must be rotated through the various processes of the trade. Obviously, an individual employer cannot supervise the training of an apprentice after he has left his employment. For this reason, employers and labor organizations subscribe to area standards and cooperate in carrying out the policies of the Area Joint Apprenticeship Committee. This committee is composed of representatives of the employers and the unions.

Comparison of Apprenticeship and On-the-Job Training Under MDTA

Apprenticeship and OJT are similar in that under both programs the persons being trained are employed workers and learners at the same time.

On-the-job training under MDTA differs from apprenticeship in several aspects:

1. The training time is of shorter duration, varying from 4 to 52 weeks.
2. Although training away from the jobsite (usually at a school) may be included in some projects (MDTA coupled programs), it is not a requirement.
3. It is conducted within a wider scope of occupations while apprenticeship is limited to "apprenticeable" occupations.

Selection Procedures

Selection of apprentices is made by the program sponsor. Qualifications generally considered are:

1. Physical capacities essential to the work of the trade.
2. Minimum age limits as fixed by school-leaving laws, workmen's compensation and insurance requirements, and degree of maturity desired by the sponsor.

3. Maximum age limits. While there are no legal requirements for maximum age limits, most program standards call for completion of apprenticeship before the age of 30 years. However, exceptions are not infrequent when older applicants' qualifications are unusual.
4. Personal traits. These are important, particularly in view of the long-term investment to be made in the training and the fact that the apprentices may be a source of future supervisory personnel.
5. Skills already possessed and results of aptitude tests as indicators of potential.
6. Sincere interest in the trade to motivate the apprentice to stay with the training until completion.
7. Good study habits and sound basic education to enable the apprentice to obtain maximum benefits from courses in theoretical and technical subjects, which are at a post-high school level.

Employment Service Referral Techniques

The local office may participate in the referral to apprenticeship as follows:

1. When a request for referral (job order) is received from the sponsor.
2. When an applicant is interested in, and qualified for, apprenticeship but no order has been received from sponsors who may or will have a vacancy (job development).
3. When the local office has been requested to test potential apprentices who have been preselected by the committee. This service can be provided, but the local office should also test and refer other qualified candidates for this vacancy.

Information Which Should Be Available for Local Office Use

The following kinds of information should be available to local office staff and may be recorded in the section designated for local information.

1. Kinds of apprenticeable occupations in which apprenticeships have been established in the community; sponsors of each.
2. Arrangements made with joint apprenticeship committees to provide local offices with job orders when openings exist.

Apprenticeship Information Centers

Nature of the Program

Apprenticeship Information Centers (AIC's) were established in some metropolitan areas, as a part of the local employment service office system, operated by a director and assigned staff members. The basic aim of the AIC is to aid minority youths who traditionally have been denied entrance into apprenticeable occupations.

There is no intent on the part of the Apprenticeship Information Center to bypass or disrupt the traditional prerogative and authority of joint apprenticeship committees or other apprenticeship sponsors to make the final selection and placement of apprentice applicants.

The Center is established to:

1. Provide an easily accessible source of information, counseling, and guidance to youth on apprenticeship requirements and opportunities.
2. Give assistance in removal of discriminatory barriers to apprenticeship through cooperation with unions, employers, apprenticeship sponsors, minority groups, apprenticeship agencies, public schools, and other affected groups.
3. Make referral of selected qualified applicants to apprenticeship sponsors.
4. Focus attention on local apprenticeship activities and emphasize the need for unions and employers to participate in apprenticeship programs.
5. Work with local offices of the Bureau of Apprenticeship and Training and/or State apprenticeship council to identify and develop additional apprenticeship opportunities.
6. Direct youth who fail to qualify for apprenticeship to other types of training programs or to employment.

Responsibility for Selection and Referral

The interviewer refers to the AIC interested applicants who meet general qualifications for apprenticeship. After receipt of an order from the AIC, the interviewer screens the active file and refers qualified applicants directly to the AIC for consideration.

AIC Staff Responsibility

The AIC staff has sole responsibility for final selection and referral of applicants to apprenticeship openings and is responsible for followup and verification of referrals.

As necessary, the AIC staff determines the need for counseling to ascertain the applicants' qualifications and potential or to provide the applicants with guidance to enable them to enter apprenticeships and then refers such applicants to a counselor. The AIC staff provides counselors with pertinent information on apprenticeship programs to help the counselors relate the applicant's qualifications, potentials, and needs to apprenticeship requirements.

The Manpower Development and Training Act (MDTA)

Nature and Purpose of the Program

The MDTA has as its primary purpose the provision of occupational training for "those unemployed and underemployed persons who cannot reasonably be expected to obtain appropriate full-time employment without training."

The act places emphasis on the employment problems of young people, older workers, minority groups, and disadvantaged persons, and provides

for updating and upgrading occupational skill levels of many presently employed workers to overcome problems of skill obsolescence.

Training provided may be institutional (i.e., provided in either a public or private vocational or educational institution), using a classroom method of teaching; or on the job (OJT), which uses instruction combined with work at the jobsite; or in coupled projects, which include both. OJT may be provided by employers, public and private agencies, trade associations, and other industrial and community groups.

OJT contractors may select for MDTA training those persons certified as eligible by the local employment service office and also their own employees who are being upgraded. Types of training may be classified further as:

1. *Basic education.* Usually needed in the general areas of reading, writing, language skills, and arithmetic by persons who cannot otherwise qualify for regular occupational training or employment because of educational deficiencies. Educational training may be given before entry into occupational training or may be conducted concurrently.
2. *Prevocational training.* In basic work skills, work and social adjustment, job orientation, motivation, work habits, and attitudes, with training prior to or concurrent with occupational training.
3. *Occupational training.* A planned and systematic sequence of instruction under competent supervision to provide skills, knowledge, or training in a specific occupation. (See also *Apprenticeship.*)
4. *Multioccupational projects.* The training of large numbers of persons who can be grouped for training in a range of occupations. The specific occupational objective of the individual being trained is determined during the course of training. If necessary, prevocational training and training in basic educational skills are also provided.
5. *Youth training.* To provide to youth who could not adjust to regular occupational training programs the special training and other services needed to prepare them to compete for and obtain suitable employment.
6. *Upgrading training.* To improve or increase the skill level of an employed worker and to impart additional job knowledge and skills to unemployed individuals with previous training and experience.
7. *Refresher training.* To restore previously learned skills of individuals whose experience and training have not been recent.

Eligibility for MDTA Training

The four categories of workers eligible for selection and referral to MDTA training are:

1. Unemployed workers (includes members of farm families with less than $1,200 annual net family income).
2. Persons working less, or who have received notice that they will be working less, than full time in their industry or occupation.
3. Persons who have received notice that they will be unemployed because their skills are becoming obsolete.
4. Persons working below their skill capacity.

SEE: *Eligibility for MDTA Allowances* for eligibility requirements for purposes of paying allowances.

SEE: *Criteria for Selection for Special Youth Programs* for selection criteria for referral of youth to youth training programs.

Criteria for Selection for Special Youth Programs

Selection for special youth programs should be limited to disadvantaged youth 16 to 21 years of age who are:

1. Out of school and out of work. To qualify for youth allowances, the youth, if not a high school graduate, must have been out of school 1 year or more at the time of enrollment for allowances. Youth out of school less than 1 year, who have received guidance and counseling, may be paid youth allowances if the counselor, after exploring assistance available under Section B of the Vocational Education Act of 1963, determines that further school attendance is not practicable.
2. Unable to find or hold suitable employment without further special schooling and/or special work preparation tailored to meet his needs.
3. School dropouts or high school graduates functioning below the ninth grade level.
4. From an impoverished environment, which has resulted in a combination of the following problems:
   a. Lack of skills,
   b. Rejection from military service,
   c. Member of minority group,
   d. Language or cultural problems,
   e. Undermotivation or unrealistic motivations,

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f. Social maladjustment which interferes with employment,
g. Emotional or attitudinal problems requiring personal adjustment assistance.

Priorities in Selection and Referral to Training

Persons with veterans' status are accorded priority over other unemployed or underemployed workers.

Totally unemployed (i.e., those without jobs or members of farm families with less than $1,200 net annual income, disadvantaged youth between 16 and 22 years of age) and underemployed persons receive the next priority.

Eligibility for MDTA Allowances

Allowance to a maximum of 104 weeks may be provided as follows:

Allowance	May be paid to
Regular training allowance equal to the average weekly unemployment compensation in the State where the individual is selected and referred to training.	Unemployed persons who— 1. Have had 1 year of gainful employment; 2. Are not members of a family or household where the head is employed; 3. Are NYC enrollees who have completed a program within 6 months of their enrollment in MDTA training. They may be paid without regard to previous attachment to the labor force, limitation on the number of members of a family who may receive allowances, or employment status of head of family or household. NYC enrollees are not subject to restriction on number of youth who may receive allowances. 4. Are unemployed youth who— a. Are 17 to 21 years of age (payments can continue after age 22 if training program is half completed); b. Are disadvantaged and have been out of school 1 year; c. Are enrolled in special youth programs (only youth enrolled are eligible); d. Have been school dropouts for less than 1 year and local authorities have concluded that further school attendance is not praticable.

Allowance	May be paid to
Subsistence allowance at the rate of up to $5 a day or $35 a week is paid to (persons training in Alaska receive $8 a day)—	Persons enrolled in training courses outside the commuting distance from their regular residences who have had to establish separate residences and who remain away from home overnight in connection with their training.
Transportation allowance to the training site and return is paid. Under some circumstances only cost in excess of 50 cents a day is payable. Transportation allowances for weekend and other holiday travel may be paid up to the amount of the subsistence that would have been payable to the person if he had remained at the training facility instead of returning home.	Persons enrolled in courses within the commuting distance from their regular residence may be eligible for a daily transportation allowance equal to the cost of the least expensive local transportation between their residence and the training site. Persons enrolled outside the commuting distance from their regular residence may be provided transportation allowances at the beginning and end of training and for return home on weekends and other holidays.

Employment Service Responsibility for Selection and Referral to Institutional Training

The interviewer—

1. Recognizes applicants unlikely to find or hold suitable employment without training and who appear eligible for MDTA training.
2. Describes the MDTA program, including eligibility requirements, financial allowances, and other details.
3. Makes appropriate notation on application cards.
4. Refers applicants to counselor.

The counselor—

1. Assists applicant to identify his potentialities and motivation, to decide on a suitable vocational objective and how to attain it, and to decide whether he should undertake training. The counselor also determines whether testing is needed and what kinds of tests should be given.

   For educationally deficient persons, the nonreading measure of GATB for aptitude G (intelligence) and the parts of the GATB not containing verbal material may be used to obtain scores on six aptitudes: Intelligence, spatial, form perception, motor coordination, finger dexterity, and manual dexterity. Pertinent parts of the Metropolitan Achievement Test and the Stanford Achievement

Test assess reading level and knowledge of arithmetic. Other appraisal procedures besides tests, or instead of tests, are used as needed to aid in the counseling process. (See ch. III, *MDTA Handbook*.)

2. Records and justifies applicant's educational and vocational plans and other pertinent information on counseling insert card or other appropriate counseling record.
3. Refers applicant, when classified and ready for selection for training, to selection and referral officer.
4. Discusses applicant's educational and vocational plans with selection and referral officer to insure adequacy of training program to which he is being referred.

The MDTA selection and referral officer—

1. Selects individuals for referral to MDTA training:
   a. Applies criteria for eligibility under the MDTA and observes priorities established by regulations of the Secretary of Labor and issuances of the USTES;
   b. Uses selection standards drawn up for each training program; and
   c. If test results are used as part of the selection process, selects appropriate tests and test norms in consultation with the counseling and testing staff.
2. Prepares training control card for each eligible applicant in cooperation with the counselor, listing the type or types of training suitable to the applicant's training needs;
   a. If more than one type of training is indicated, training is listed according to applicant's preference; and
   b. For basic education training prior to occupational training, "Basic educational training" is noted. At the time a specific occupational objective has been selected, the appropriate entry is made.
3. Makes appropriate entries on the application card.
4. Initiates Form MT–101: Characteristics of Trainees. (See ch. VIII, *MDTA Handbook*.)
5. When appropriate, initiates Form MT–3: Individual Certification for Manpower Training.[1]

[1] OJT contractors may refer nominees to the local employment service office for screening and certification as eligible for training.

6. Initiates, as appropriate:
   a. Form ES–950 or ES–950A: Entitlement Questionnaire;
   b. Form ES–950B: Referral Notice;
   c. Form ES–950C: Eligibility Requirements for Allowances;
   d. Form ES–951: MDTA Control Card;
   e. Form ES–953A: Notice of Determination; and
   f. Form ES–959: Notice of Referral to Training Without Allowances.
7. Assists applicant to initiate request for advance allowance payment if the applicant requires the advance in order to accept referral to training.

Referral to Occupational Training on an Individual or Less-Than-a-Class-Group Basis

In case of an insufficient number of qualified applicants or insufficient facilities to establish an occupational training class, qualified applicants may be referred to an appropriate MDTA training class in the same or another locality or existing classes in public and/or private institutions if—

1. The establishment of a separate project would be financially unsound; and
2. The timely referral of eligible persons to suitable training would not be otherwise possible.

Form MT–3: Individual Certification for Manpower Training is submitted to the State employment security and vocational education offices for each individual referral. This form is certified by the local employment service and vocational education representatives, and approved by the State agencies. (See ch. III, sec. XV, *MDTA Handbook*.)

Followup Services

1. It is the continuing responsibility of the employment service to:
   a. Periodically visit training facilities to demonstrate local office interest in the persons enrolled and progress of the course, to correct misunderstandings, and to solve problems, especially with respect to allowance payments;
   b. Provide counseling and other services as needed to adjust vocational goals;
   c. Provide job development and placement activities (initiated prior to completion of course), including scheduling of interviews with prospective employers; and

d. Obtain information which may be of use in selecting individuals for enrollment in future programs.

2. On completion of training, the employment service will provide:
   a. Individualized placement services as needed;
   b. Guidance and other services as needed to assist adjustment in employment; and
   c. Initiation of Form MT–103: Post Training Report; and Form MT–103A: Work Experience Since Training, 3, 6, and 12 months after termination of training.

Minor Medical Services Under MDTA

Under a recent MDTA amendment, State vocational rehabilitation agencies are authorized to provide to MDTA applicants and enrollees minor medical services such as treatment for acute conditions, eyeglasses, dental care, medical examinations, and inoculations. The maximum expense allowed for minor medical services for each individual is $100. Trainees must be referred to the vocational rehabilitation agency by an employment service selection and referral officer before training starts, by an authorized officer of the training institution after training starts, or, in the case of on-the-job training, by the employer.

Job Corps

Authorizing Legislation

Economic Opportunity Act of 1964 (as further amended by Congress through 1967). Responsibility for the Job Corps was assumed by the Department of Labor on July 1, 1969.

Nature and Purpose of the Program

A distinguishing feature of the Job Corps, compared with other federally sponsored programs such as Neighborhood Youth Corps and MDTA, is that it offers an away-from-home, residential training experience. Consequently, Job Corps focuses on youth who can benefit best from the training experience with a change in environment.

The Job Corps is a voluntary, national training program for young men and women 14 through 21 years of age who are out of school, out of work, and live in impoverished surroundings. In a new environment, the Job Corps offers these young people the needed training to develop their potential and to build self-confidence. Currently, 14- and 15-year-olds cannot be accepted, pending development of special programs for them.

The youth live at Job Corps centers in close contact with professional teachers and counselors. The goal of the Job Corps is to help these young people prepare for and find decent jobs and become contributing members of society.

Job Corps centers are located in various sections of the country. Men are assigned to Civilian Conservation Centers or to men's centers, women are assigned to women's centers. In some cities, training on a nonresidential basis is available for both male and female applicants.

The Job Corps program at all centers consists primarily of basic education, job skill training, and useful work experience. Corps members at Civilian Conservation Centers perform necessary work to conserve and protect natural resources while acquiring vocational training for entry-level jobs. Men's and women's centers provide intensive vocational training to prepare youth for jobs ranging from entry to advanced skill levels. The women's program also emphasizes training in home and family life.

Corps members are encouraged to remain in the Job Corps long enough to complete their training, which may last as long as 2 years. Corps members receive a living allowance of $30 a month; room, board, and clothing; and medical and dental care. This living allowance may be increased to a maximum of $50 a month if the overall performance of the Corps members merits such an increase. If the members qualify upon leaving the Corps, they also may receive a readjustment allowance of $50 for every month of satisfactory service. The youth may allot up to $25 of this amount to a wife or dependent children, and the Government will match the allotment.

The 1967 amendments require that the readjustment allowance check be paid to the Corps member at the employment service office nearest to his home. In addition, that office is charged with the responsibility for furnishing a full range of placement assistance as well as reporting the results. Since June 28, 1968, the OEO Finance Center has been forwarding these checks to local employment service offices and Corps members have been instructed to report to these offices for the check and placement assistance.

Criteria for Admission

The criteria for admission into the Job Corps are described below.

1. *Age.* The applicant must be at least 16 but not yet 22 at the time of enrollment. Applicants must be not older than 21 years, 9 months at the time of application to allow time for processing their papers. Pending the development of special programs, the minimum age may be lowered to 14 as a result of amended section 103 of the EOA.
2. *Permanent resident.* The applicant must be a permanent resident of the United States (i.e., a citizen residing in the U.S.A. or other place subject to its jurisdiction; a noncitizen admitted for permanent residence; a native and citizen of Cuba lawfully admitted after January 1, 1959, or a conditional entrant).
3. *School status.* The applicant must have dropped out of school and have been out at least 3 months at the time of application. (An exception may be made to this criterion when the interviewer specifies and substantiates the reasons this is advisable for the youth.)
4. *Employability.* The applicant must need training in order to get and hold a decent job. A youth who has never worked or who is an unskilled worker meets this criterion. In the case of a semiskilled or skilled worker, eligibility depends on how long it has been since the applicant has been employed full time. An exception may be made to this criterion if the interviewer specifies why one is sought.

5. *Environment.* The applicant must be able to profit from a change of environment in a residential training program. To be eligible under this criterion, at least one of the following environmental factors is applicable:
   a. Substandard living conditions.
   b. Deficient or disruptive home.
   c. Potentially harmful spare-time activities.
   d. Limited job opportunities.

6. *Family income.* The applicant must come from a low-income family; i.e., a family receiving public welfare assistance or one whose annual family income is not in excess of the OEO poverty level.

7. *Mental ability.* The applicant must have sufficient mental ability to benefit from the Job Corps program. This is determined by a short Job Corps mental test administered by the interviewer.

8. *Draft status.* The applicant must not be in draft classification 1A after a preinduction exam or in the National Guard or a Reserve component.

9. *Behavior.* The applicant must not have a history of serious criminal or antisocial behavior. Minor or isolated incidents of antisocial behavior will not bar an applicant. Where the youth's past behavior falls between serious criminal or antisocial behavior and minor or isolated incidents, eligibility is determined by the Job Corps after reviewing the case.

10. *Motivation.* The applicant must express a firm interest in joining the Job Corps and a desire to do his best to complete the training. The youth signs a commitment to complete his training.

11. *Parental consent.* The applicant must have consent of parents or legal guardian. Youth who are married (if the laws of the State of residence provide that marriage constitutes emancipation from parental control) and/or over 21 years of age are exempt from this requirement.

12. *Health.* The applicant must not have a medical condition which represents a potentially serious hazard to himself or to others in the Job Corps, which results in significant interference in the normal performance of Job Corps duties, or which requires frequent or prolonged hospital treatment.

13. *Child care.* A female applicant with a dependent child or children must present written certification that the child(ren) will be under adequate care and protection during the time the mother is enrolled in the Job Corps.

Referral of Applicants

1. *Recruiting and screening.* Officially designated Job Corps screening agencies (local State employment service offices and other organizations) recruit and screen interested applicants in accordance with Job Corps instructions. They transmit to the Job Corps regional office the properly assembled application folders of applicants who the interviewer believes meet the admissions criteria. The Job Corps regional office reviews each application to verify the youth's eligibility.

   a. A prescreening interview is conducted to inform the applicant about manpower programs and to determine whether the youth is a likely candidate for the Job Corps. The objectives of this interview are:

      (1) To provide information on the nature of the program, what it offers the youth, and what it requires of him.

      (2) To explore whether the Job Corps is the program best suited to his needs.

      (3) To inform the applicant about the time and place of the screening interview.

   b. A screening interview follows for those who are likely Job Corps candidates. The objectives of this interview are:

      (1) To obtain and record pertinent data needed to determine if the youth is acceptable.

      (2) To verify that the Job Corps is the program best suited to his needs.

      (3) To provide more detailed information about what life will be like in the Job Corps.

      (4) To build rapport and continue the supportive relationship established during the prescreening interview.

   c. The following forms are filled out, as appropriate, and forwarded to the regional office for all recommended applicants:

      (1) Corps Data Sheet—OEO16.

      (2) Length-of-Stay Commitment—JC76.

      (3) Job Corps Health Questionnaire—JC1.

      (4) The Mental Test—QJS1.

      (5) The Job Corps Reading Text—RJS1.

      (6) Parental Consent—JC8.

      (7) Statement from juvenile court and/or correctional institution—JC7 and/or JC7A—if behavior record falls within certain designated categories.

2. *Followup responsibilities of screening agency.* The Job Corps regional office notifies the screening agency whether the youth's application is approved or disapproved, and, if approved, names the Job Corps center of assignment and mails transportation tickets and an itinerary. The screening agency contacts the applicant and arranges for an assignment interview. If the applicant accepts the assignment, the interviewer briefs him about his center assignment and travel itinerary, draws up an allotment authorization if the youth is eligible to make one, and prepares him for entry into the Job Corps. Finally, arrangements are made for the administration of the Job Corps enrollment oath. The screener accompanies the youth to the first mode of transportation and verifies the youth's departure.

If the youth's application is disapproved, the screening agency counsels the youth and makes an appropriate referral.

The screening agency is notified by the Job Corps center when the Corps member graduates from the program or leaves the Job Corps. The center may seek the agency's help during the corpsman's enrollment if the youth has a special problem.

The employment service assists Job Corps graduates to find suitable jobs. The Job Corps supplies pertinent résumés and records to aid in placement.

Neighborhood Youth Corps (NYC)

Purpose and Kind of Services Provided

Part B, title I, of the Economic Opportunity Act of 1964 provides for establishment of work-training programs for poor unemployed or underemployed youth. These projects offer paid work experience to young men and women 16 through 21 years of age to enable them to resume or maintain school attendance to improve their employability. School means an elementary or secondary school or its equivalent. Projects generally are sponsored by nonprofit community action agencies which develop work-training and work-experience opportunities for youth in educational services, conservation and beautification of natural resources, food and health services, and community and recreation services. In contrast with the Job Corps enrollee who can be helped best when separated from his normal environment, enrollees in NYC profit from the program while in their normal environment. A project may be either—

1. An in-school project which provides part-time training experience for youth from low-income families who are in the ninth through 12th grades (or an age equivalent to that of students in such grades).
2. An out-of-school project to provide low-income unemployed youth useful work-training experience combined, where needed, with educational and training assistance, including basic literacy and occupational training. Enrollment is limited to youth 16 through 21 years of age.
3. A Work Training in Industry (WTI) Program which offers out-of-school NYC enrollees the opportunity to obtain skill training in industry.

Eligibility for Enrollment

Each youth selected for a work-training project must be—

1. Between the ages of 16 and 22 for out-of-school projects, or the same age as that of students in the ninth through 12th grades, but not less than 14 years of age for in-school projects;
2. A permanent resident of the United States;
3. Of economically disadvantaged circumstances, such as a member of a low-income family, resident of a slum or substandard area;
4. Unemployed; i.e., not working regularly for remuneration in excess of 10 hours a week;
5. In school and in need of paid work experience to continue in school;
6. Out of school and in need of paid work experience to resume and maintain school attendance; or
7. Out of school, not planning to return to school, in need of work-training experience to prepare for formal training or for a job.

Other Criteria for Selection

In addition to the above criteria, the following characteristics should be considered in determining eligibility. The listing does not indicate any order of priority, nor is it intended that a youth must meet any combination of the items that follow.

Thus, to be eligible for enrollment, a disadvantaged youth may be—

1. A promising student whose achievement and behavior are such that it appears he could profit from suitable job opportunities, but whose main need is for financial aid to stay in school;
2. A student who obviously is losing interest in school, but who may be encouraged to remain in school and take a greater interest as a result of a combination of schooling and paid work experience;
3. A dropout who is motivated to work but who has had difficulty in finding employment because of an unstable or nonexistent work history, lack of opportunity to develop good work habits, and lack of skills needed to obtain and hold a suitable job;
4. An unemployed out-of-school youth who is unacceptable for employment and for other training programs because of poor academic achievement, poor attitudes toward employment, or other cultural, social, or emotional handicaps; and

5. In limited instances, a high school graduate whose functional educational level is so low that his need for assistance is as great as the need of the nongraduate.

While the entire range of disadvantaged youth should be considered for enrollment, the priority target group may be identified as lacking finances and having a combination of other problems such as lack of skills and good work habits; unrealistic or weak motivation; a language or cultural barrier; inadequate educational preparation for employment; and physical, emotional, personal, or social adjustment problems.

There are no hard and fast criteria to determine at what point a youth's problems exclude enrollment in a work-training program. However, youth with severe behavioral, emotional, mental, or physical disabilities which require intensive service and interfere with their ability to participate in the work-training program should be referred to resources appropriate to their needs. Those who require these services but are capable of adjusting to and receiving benefit from the work-training program may participate in work training while receiving the needed services from other resources. When a youth may be served better by another program, he should be referred to that program rather than to work training.

Referral Techniques and Responsibility of Employment Service After Referral

The techniques used by the sponsor of a Neighborhood Youth Corps project or an agency assisting that sponsor in the recruitment and selection of enrollees are entirely up to the sponsor. The details of a referral plan are described in the project proposal submitted to the U.S. Training and Employment Service for approval. This plan, along with BWP Form 32, determines the techniques to be used and employment service responsibility after referral. Assistance may include recruiting, screening, counseling, selection, and referral of potential enrollees.

If the employment service is designated as the recruiting agency, the sponsor will place an order with the local office for the number of youth to be recruited and the kinds of work to be performed. Each enrollee will receive total compensation of not less than $1.25 an hour. Recruitment may necessitate special methods to reach youth who do not ordinarily visit the local office. If the sponsor is unable to provide counseling, the employment service may be called upon to give counseling service before enrollment, during work training, before postproject placement, and following placement.

In selecting applicants for referral, the local office must consider the requirements of the job as specified by the sponsor as well as general eligibility requirements. For applicants referred to the sponsor, the local

office completes an original and three copies of Form NYC–16, revised, retains a copy, and forwards the rest to the sponsor. The sponsor returns the third copy, indicating enrollment action, to the local office.

NYC sponsors have been informed to arrange with local offices for any post-NYC services which may still be needed by the youth to reach the goal of satisfactory employment. This may include further counseling and referral to further training or job placement, including job development.

State Vocational Rehabilitation Agency (SVRA)

Purpose and Kind of Services Provided

A cooperative agreement exists between the U.S. Training and Employment Service, Department of Labor, and the Vocational Rehabilitation Administration. The purpose of this agreement is to provide for the promotion and development of employment opportunities for handicapped persons and for job counseling and placement of these people. In each State employment service office and in the USTES, at least one person has been designated to carry out ES duties under this program. Each

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local office will have a copy of the State agreement containing specific instructions on each agency's responsibilities, methods of referral, etc. Area differences make specific local agreements necessary.

Services provided by the SVRA may include medical diagnosis and treatment, prosthetic appliances, counseling, testing, training, tools and licenses, stocks and supplies necessary to get a start in useful work, and iob placement with followup services. The employment service has the primary responsibility for employment counseling and job placement of those handicapped persons who are otherwise able to compete for available job or training opportunities. Some handicapped persons cannot be rehabilitated to the degree necessary for competition in the job market. The SVRA takes the responsibility for placing such persons in sheltered workshops and other special work situations such as self-employment.

Eligibility Requirements

Eligibility of applicants to receive its available services is determined by the SVRA. The general guidelines for referral from the ES to the SVRA are: The applicant's disability interferes with adjustment, prevents applicant from obtaining or retaining employment, will cause difficulty in achieving steady employment throughout working life. The agency referral card may be used for this purpose.

Responsibility of Employment Service After Referral

The vocational rehabilitation agency will restore the individual to as great a degree of physical or emotional health as possible and will attempt to equip him with profitable occupational skills. If, after receiving appropriate service, the rehabilitant is referred back to the ES, every effort should be made to obtain suitable employment or training for him.

Veterans Administration (VA)

Purpose and Services Provided

The Department of Labor and the VA have a cooperative national agreement to facilitate the vocational adjustment of veterans. It is the responsibility of the employment service to provide job counseling, employment placement, and job market information.

Eligibility Requirements

If the veteran (service-connected disabled veteran or cold war veteran) is not prepared to enter suitable employment immediately, he is to be referred to the VA for rehabilitation, education and training, vocational counseling, and any other appropriate services to return him to competitive employment. The VA will refer a veteran to the ES under the following circumstances:

1. The veteran desires assistance in obtaining employment rather than advisement or training.
2. As a result of vocational counseling, employment rather than training is determined to be the appropriate action.
3. The veteran who is in training status under Public Law 16 or 894 and who is to be declared rehabilitated in 60 days desires assistance in obtaining employment.
4. The veteran requests employment information and/or assistance.

Veterans referred to the ES by the VA are to be given all available appropriate service, with disabled veterans being given first priority.

Responsibility of Employment Service After Referral

The induction of service-connected disabled veterans into rehabilitation training is solely the responsibility of the Veterans Administration.

In instances where the veteran trainee applies to the employment service for a job, he is to be informed that the VA must approve the employment. An applicant may not continue to receive VA benefits, if he accepts employment which interferes with his training. However, if the veteran insists on employment, he is to be given all available assistance, and the VA is to be notified of his decision.

The Veterans Administration also has the responsibility for providing educational opportunities to sons or daughters of deceased or totally disabled veterans under the War Orphans Educational Assistance, chapter 35 of title 38, United States Code. Individuals under 23 years of age who may be eligible for educational assistance under this act should be referred to the appropriate VA regional office.

The working arrangements of the national agreement between the DOL and VA are developed at the local level.

Job Opportunities in the Business Sector (JOBS) Program

Authorizing Legislation

None. Program stems from a presidential manpower message to Congress on January 23, 1968, which proposed the creation of Job Opportunities in the Business Sector (JOBS) under the sponsorship of the National Alliance of Businessmen (NAB).

Nature and Purpose of the Program

JOBS represents the term by which the American public will identify a new partnership between the Government and business. It is an outgrowth of other training programs which got their start from the Manpower Development and Training Act of 1962. Experience indicated that on-the-job training offered the most hopeful permanent solution to the problem of hard-core unemployment. Based on this experience, the decision was made to turn to private business and industry where the need and know-how to train people exist. Accordingly, a new partnership with industry was suggested, in which the Government would identify and locate the hard-core unemployed and industry would bring its resources to bear on preparing, hiring, and retaining them in productive jobs.

NAB, the business partner, was established to encourage private business firms to hire and train the hard core unemployed. The JOBS Program originally started in 50 of the Nation's largest cities but has been expanded to include 131 cities. NAB aims to motivate the business community—with or without the assistance of the Government—to provide jobs and necessary training. NAB representatives secure agreements from employers to hire hard core unemployed persons to fill pledged job openings.

The employment service converts pledged job openings to orders, assists in restructuring job specifications when necessary, and recruits, refers, and

certifies workers as hard-core unemployed to establish eligibility for MA training contracts. The ES shares JOBS openings with other community agencies, such as the CEP which has prime responsibility for the hard-core unemployed under the JOBS Program.

The JOBS Program differs from previous manpower training programs in two major respects:

1. The hard-core unemployed are placed on the payroll and then trained.
2. JOBS provides funds to offset the added costs of counseling, remedial education, prevocational training, job training, transportation, and the full range of supportive services needed to rehabilitate hard-core unemployed individuals. These funds are available only for basic or permanent jobs, not for summer employment for youth.

Eligibility Criteria

1. *Basic (Year-Round) JOBS Program.* Poor persons who do not have suitable employment and who are either (a) school dropouts, (b) under 22 years of age, (c) 45 years of age or over, (d) handicapped, or (e) subject to special obstacles to employment.
2. *Summer youth program.* Youth between the ages of 16 through 21 who are out of school or in school and in need of suitable employment, and who meet at least one of the following criteria: (a) Member of a family with annual income below the poverty level; (b) member of a family receiving welfare payments; (c) member of a family in a low-income area, or attends a school in such an area; (d) a ward of the court or resides in an orphanage; (e) former Neighborhood Youth Corps enrollee; or (f) a genuinely disadvantaged youth, especially a member of a minority group.

Employment Service Responsibility

The ES is responsible for the translation of employer pledges into job orders, recruitment, certification, and referral of hard-core unemployed applicants, and followup measures to insure job retention.

New Careers Program

Authorizing Legislation

Economic Opportunity Act of 1964 (as amended by Congress in 1965 and 1966).

Nature and Purpose of the Program

The New Careers Program trains unemployed and underemployed adults, aged 22 or older, for career employment in social service fields. Professional jobs are restructured, extracting tasks that do not require strictly professional expertise. Those tasks form the basis of new jobs created in such fields as health, education, welfare, and public safety. Restructuring of professional jobs can lead to a more effective use of professionals and to career employment at decent wages, with opportunities for advancement, for persons now unemployed. It will also result in improved and expanded services for all citizens.

New Careers enrollees can train for jobs such as nurse aide, laboratory technician, youth worker, hospital aide, teacher assistant, and social service aide. They can work in hospitals, schools, homes for aged, clinics, neighborhood and community centers, police departments, and correctional institutions.

Priority is given to projects that create New Careers jobs in established institutions and that provide for permanent placement with opportunities for advancement.

Enrollees are paid the legal Federal or State minimum wage or the prevailing wage for comparable work, whichever is highest, for all time spent in work and training up to 40 hours a week. Enrollees are compensated for time spent in related activities such as remedial and basic education and specific skill training. In addition, they receive personal and vocational counseling.

Eligibility for Enrollment

Each person selected for New Careers training projects must be:

1. Twenty-two years of age or older,
2. A permanent resident of the United States, and
3. Unemployed with a family income below the poverty line.

Employment Service Responsibility

Before initiation of a New Careers project, the sponsor and the local employment service office jointly complete Form BWP–32, outlining the services to be provided to project participants by the employment service. This form is part of the agreement package which the sponsor of a New Careers project submits for approval. Therefore, the sponsor is responsible for initiating the form.

The employment service may be called upon to provide services to participants prior to enrollment, during enrollment, and after completion of a project. These services could include recruitment, personal and vocational counseling, testing, job development, job placement, referral to further training, and followup. When the employment service cannot furnish all the supportive services needed, the project sponsor works with other agencies and groups in the community to development additional services.

If the employment service is designated as the recruiting agency, the sponsor will place an order with the local office for the number of participants to be recruited and the kinds of work to be performed. Recruitment may necessitate special efforts to reach people who ordinarily do not visit the local office.

Special Impact Program (Urban Areas)

Authorizing Legislation

Economic Opportunity Act of 1964 (as amended by Congress in 1965 and 1966).

Nature and Purpose of the Program

The aim of Special Impact is to solve critical problems facing urban areas with a high concentration of low-income residents. These programs bring together Federal, State, and local resources to provide education, training, community planning, health, and related services needed to prepare residents for jobs.

Special Impact offers work training in projects to improve the social or physical environment of a particular urban area or neighborhood.

Projects are designed to support and complement economic, business, and community development programs simultaneously being carried out in the area and include activities such as: Management training for participation or ownership in business, development of health or recreation centers, renovation of houses and apartments, and improvement of open spaces.

Priority is given to projects providing a total spectrum of services and skill training which help participants obtain permanent employment in the target area or in areas with a demand for similar skills. Project sponsors will recruit first the chronically unemployed who have no reasonable prospects for full-time employment or training assistance under other Federal programs. Neighborhood residents of Special Impact areas will participate in the planning and training phases of these projects.

All participants in Special Impact programs are paid the legal Federal or State minimum wage or the prevailing wage for comparable work, whichever is highest, for all time spent in work up to 40 hours a week. In some cases, enrollees may be compensated for time spent in related activities such as remedial and basic education and specific skill training. In addition, they receive personal and vocational counseling.

Eligibility for Enrollment

All persons enrolled in Special Impact programs must be:

1. Sixteen years of age or older,
2. Permanent residents of the United States, and residents of the area or neighborhood served by a Special Impact project, and
3. Unemployed or from families whose income is below the poverty line.

Employment Service Responsibility

Before initiation of a Special Impact project, the sponsor and the local employment service office jointly complete Form BWP–32, outlining the nature and extent of services to be provided to project participants by the

employment service. This form is part of the agreement package which the sponsor of a Special Impact project submits for approval. Therefore, the sponsor is responsible for initiating the form.

The employment service may be called upon to provide services to participants prior to enrollment, during enrollment, and after completion of a project. These services could include recruitment, personal and vocational counseling, testing, job development, job placement, referral to further training, and followup. When the employment service cannot furnish all the supportive services needed, the project sponsor works with other agencies and groups in the community to develop additional services.

If the employment service is designated as the recruiting agency, the sponsor will place an order with the local office for the number of participants to be recruited and the kinds of work to be performed. Recruitment may necessitate special efforts to reach people who ordinarily do not visit the local office.

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Operation Mainstream (Rural Areas)

Authorizing Legislation

Economic Opportunity Act of 1964 (as amended by Congress in 1965 and 1966).

Nature and Purpose of the Program

Operation Mainstream is a work-experience and training program for unemployed, low-income adults, age 22 and older. Enrollees gain valuable experience and job skills while they work in locally sponsored projects that provide needed services or improve the physical or social environment of their communities.

Priority is given to Mainstream projects in rural areas and small towns that provide work-training opportunities for older adults, especially those over 55 years of age.

Participants are paid the legal Federal or State minimum wage or the prevailing wage for comparable work, whichever is highest, for time spent in work up to 40 hours a week. They also are compensated for time spent in related activities such as remedial and basic education and skill training. In addition to work training, enrollees receive personal and vocational counseling.

Eligibility for Enrollment

Each person selected for Operation Mainstream work experience and training must be:

1. Twenty-two years of age or older,
2. A permanent resident of the United States, and
3. Chronically unemployed, with a family income below the poverty line.

General Criteria for Selection

Priority should be given to older applicants with a history of chronic unemployment. These people could include the elderly, those with severe educational handicaps, and those who lack any marketable skills. Persons selected for participation should be those who are not qualified for or who could not benefit from immediate job placement or enrollment in other training programs.

Employment Service Responsibility

Before initiation of an Operation Mainstream project, the sponsor and the local employment service office jointly complete Form BWP–32 outlining the nature and extent of services to be provided to project participants by the employment service. This form is part of the agreement package which the sponsor of an Operation Mainstream project submits for approval. Therefore, the sponsor is responsible for initiating the form.

The employment service may be called upon to provide services to participants prior to enrollment, during enrollment, and after completion of a project. These services could include recruitment, personal and vocational counseling, testing, job development, job placement, referral to further training, and followup. When the employment service cannot furnish all the supportive services needed, the project sponsor works with other agencies and groups within the community to develop additional services.

If the Employment Service is designated as the recruiting agency, the sponsor will place an order with the local office for the number of participants to be recruited and the kinds of work to be performed. Recruitment may necessitate special efforts to reach people who ordinarily do not visit the local office.

Work Incentive Program (WIN)

Authorizing Legislation

Part C, title IV of the 1967 amendments to the Social Security Act. The U.S. Training and Employment Service is responsible for development and administration of the program. The WIN sponsor for each State shall be the State employment security agency. If it does not wish to participate, or is determined by USTES not to be an effective sponsor, a nonprofit organization may be designated as sponsor.

Nature and Purpose of the Program

The WIN Program is directed exclusively to welfare recipients covered by Aid to Families with Dependent Children (AFDC). The WIN Program provides for rehabilitation of the welfare client, rather than commit-

ment to long-term maintenance. Its goal is to move men, women, and out-of-school youth, age 16 or older, from the welfare rolls into meaningful, permanent employment. By becoming wage earners, the families will move from dependency to self-sufficiency in a productive environment.

Eligibility for Enrollment

1. To participate, individuals must be welfare clients on AFDC rolls. Persons eligible are:
   a. Each child and relative age 16 or over who is receiving AFDC.
   b. Each person age 16 or over (living in the same home as a relative or child receiving AFDC), whose needs are taken into account in determining the amount of the welfare payment.
   c. Any other person claiming AFDC who requests referral to the program (unless the welfare agency determines that his participation would be adverse to his family's welfare).
2. Ineligible persons are:
   a. Persons who are ill, incapacitated, or advanced in age.
   b. Persons who live so far from any WIN project that they cannot effectively participate.
   c. Children who are full-time students.
   d. Persons whose presence in the home on a continued basis is required because of the illness or incapacity of another member of the household.

Employment Service Responsibility

Operation of the WIN Program depends upon flexibility and utilization of available manpower resources. Individualized service and continuity of service are important. The program components may include:

1. Program orientation,
2. Training in communication and employability skills,
3. Testing,
4. Counseling—development of an employability plan,
5. Referral to work or training,
6. Institutional training,
7. Work-experience training,
8. On-the-job training,
9. Special work projects,

10. Basic education,
11. GED education,
12. Job development,
13. Job placement, and
14. Followup.

It is suggested that the needs and problems of the enrollees can be served more adequately through a team approach. This team should supply optimum service, from initial assessment and orientation through training, and/or work experience, to the ultimate goal—job placement. The teams should be manned by a staff of three to five or more members, depending upon the size of the WIN caseload and the geographic area to be served.

A counselor, manpower specialist, work and training specialist, coach, and clerk-stenographer should be on each team, regardless of the number of staff assigned. On the basis of a five-man team, the caseload should be approximately 200 enrollees, with no more than 50 active counseling cases at any one time.

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PART III

Selection for and Referral to Employment

General Guidelines

Basic Consideration in Selection of Applicants

1. Determine applicant's qualifications. Match DOT code on order. (Consider related DOT codes.)
2. Assure that applicant's skills meet minimum requirements of job; if an entry job, consider applicant's aptitudes in relation to job specifications.
3. Consider applicant's preferences, in regard to eligibility, location, salary, type of establishment, and hours of work.

Basic Consideration in Referral of Applicants

Interviewers/counselors should have current and extensive knowledge of job opportunities and the characteristics of the available labor force.

This information is necessary to—

1. Assure that job specifications are realistic as to duties to be performed.
2. Determine whether applicant's skills and aptitudes match job specifications. (An exact match is unusual; emphasize positive qualifications of the applicant.)
3. Initiate negotiations with the employer to modify job specifications in light of applicant supply.
4. Advise applicant regarding realistic job demands.
5. Determine that there is no legal barrier to referral of applicant to job.
6. Arrange job interview that is agreeable to both applicant and employer.
7. Assure that applicant fully understands what is expected of him, time and place of interview, and any document or background information he should take to present to employer (birth certificate, work permit, immigration papers, etc.).

Cautions To Observe in Selection and Referral

1. Do not refer applicants on unacceptable orders; e.g., orders which do not comply with applicable Federal, State, or local minimum wage laws, have nonperformance discriminatory specifications, or specify hours of work or age of applicant that do not comply with State or Federal law.
2. Always observe veterans preference in selection of applicants.
3. Contact applicant in the most expedient manner.
4. A careful prereferral interview must be conducted (updating of application can result from careful interview).
5. Caution applicant to return to local office for additional referral if he is not hired.
6. Do not give applicant the name or exact address of the employer until after he has accepted job referral.
7. Do not reveal details of applicant's personal or work history that are not directly related to job eligibility or performance.

   Employers ordinarily are not permitted access to applicant files or other office records. To expedite placement, an employer may review application cards that have been selected by an interviewer and do not contain information which may not be disclosed.

Detailed Discussion of Selection and Referral Process

Selection

This is the process of choosing suitable qualified applicants for referral to job openings or training possibilities. The three major steps in selection of an applicant for referral to a job opportunity are: (1) Careful review of the job order to assure its compliance with Federal, State, and municipal regulations, and to assure that hiring requirements are compatible with available applicant supply; (2) search of applicant file in appropriate classifications (review each applicant's qualifications and preferences in light of the specific order); and (3) decision, based on careful comparison of the applicant's qualifications with the specific requirements of the job, as to whether there is a sufficient match to merit referral. It is the interviewer's responsibility to initiate negotiation with the employer if it is found that the hiring requirements on a job order cannot be met with the available applicant supply. Intensive efforts should be made to refer applicants whose work history or record of training indicates that they have been underemployed to jobs in line with their highest qualifications.

In considering an applicant for selection to training, the interviewer will make his decision based on an appraisal of the applicant's skills, aptitudes, interests, personal characteristics, and the specific eligibility requirements for the proposed training. The selection of applicants for job referral or for training always follows the procedure of preference to disabled veterans, veterans other than disabled, and then all other applicants.

Applicant Sources

Local office active application files are used as the primary source of applicants for selection in those occupational classifications requiring the preparation of application cards. If these files do not yield a sufficient number of qualified applicants to fill the order or training class, or if the urgency to fill the order is the primary recruitment factor, then current

intake is used as a source for applicants. In the event the two sources within the local office fail to yield suitable applicants, the interviewer will seek out workers who may be available in the local community but have not presented themselves to the local office, and will, through clearance procedures, attempt to locate applicants registered in other local offices.

Limitation on Selection and Referral Action

The interviewer will take no selection or referral action which would result in the filling of a substandard, discriminatory, or illegal order, or the filling of an order which would result in a charge to employee or employer, or in the filling of a job involved in a labor dispute.

Contact with Applicant

Contact with the selected applicants for prereferral interview is made in one of three ways: Telephone, mail, or telegram. Time limitations, availability of qualified workers, and special situations or conditions pertaining to the order will determine the most satisfactory method. It is the responsibility of the interviewer to keep the employer apprised of the action being taken and of any adjustments necessary to fill the original order (e.g., need for extended time to locate suitable applicant, need to drop nonperformance requirements causing difficulty in locating applicants).

Prereferral Interview

In the initial steps of the selection and referral activity, primary consideration is given to matching applicant qualifications and preferences with job orders or training specifications. During the prereferral interview the additional factors of transportation difficulty, acceptable wages and hours, promotional opportunity, full utilization of skills, and seasonal variations are discussed. If the job or training is found to be appropriate and acceptable to the applicant, arrangements are made for referral. The interviewer contacts the employer, describes the specific applicant's qualifications, and makes an appointment for job interview. When an applicant meets most, but not all, employer specifications, an attempt is made to get the employer to modify the specification(s) not met. Should the applicant refuse referral and time allows, the interviewer tries to match the applicant's qualifications with requirements of another order in the office, assures him every effort will be made to obtain suitable employment, and reminds him of his obligations to the office. Refusal of a suitable job offer or training by an applicant who is also a claimant necessitates informing the Unemployment Compensation Board, giving the applicant's reason if it can be obtained.

Supplementary Selection and Referral Procedures

The following is a summary of modifications of the basic selection and referral procedures which may be needed by special applicant categories.

Handicapped Applicants

Not all applicants with a coded disability are in need of selective placement assistance. For selective placement, an applicant is designated as handicapped if his incapacity meets one of the following criteria: Requires change or modification of his normal occupation; makes it difficult to obtain employer acceptance for suitable work; requires special job placement to avoid injury to self or others; restricts opportunities for entry into the labor force. The handicapped applicant is referred to the selective placement interviewer or counselor at whatever point of contact his need for special services is recognized.

Appraisal of physical and mental handicaps is helped by obtaining physical capacity reports on standard agency forms thereby facilitating referral to suitable and safe jobs. While it is not ES policy to insist on completion of physical and/or mental capacity reports or on having the applicant sign a waiver for use of these reports, the interviewer or counselor should explain to the applicant the advantages of having additional professional opinion available to facilitate suitable job placement or training. The selective placement counselor uses any suitable job order in the office and develops jobs compatible with the applicant's limitations and skills. The counselor also refers applicants to appropriate places of training and makes use of local community agencies and services. For those handicapped applicants who do not need the services of a counselor, the interviewer insures that physical handicaps are recorded accurately and considered carefully in referral decisions.

Suggested agencies and services:

1. *State Vocational Rehabilitation Agencies.*
2. *Other community agencies* (Social Service Directory).
3. *MDTA.*
4. *Veterans Administration.*
5. *Bureau of Employees' Compensation.* Counseling, selective placement services to handicapped persons disabled while working as civilian employees of Federal Government.
6. *Social Security Administration* (Old Age, Survivors, Disability, and Health Insurance [OASDHI]). Provides continuing income for individuals and families as partial replacement of earnings lost through old age, disability, retirement, or death. All disabled workers who apply under the OASDHI have their names referred to their State vocational rehabilitation agencies. Inability to find a job is not of itself proof that an individual is unable to work. To be eligible for social security benefits, a person must have an illness or injury of such severity that he is unable to engage in substantial gainful employment. This determination is made by the Social Security Administration. Selective placement services will be given to any applicant referred to the ES by OASDHI on the same basis as other disabled workers.
7. *Sheltered workshops.* Nonprofit work places where individuals who cannot compete with the nonhandicapped can be given suitable work. Used for therapeutic effect and training.
8. *Homework.* Restrictions outlined by State law, generally VRS, and other social agencies supply leads.

Older Workers

Older persons often encounter difficulty in obtaining or keeping a job primarily because of age or the characteristics ordinarily associated with advancing age. The interviewer tries to develop a direct constructive approach to jobseeking on the part of the applicant. He will also assist in preparation of the applicant's résumé. Any suitable order in the office may be used for referral. Resourceful job development is most often the solution to locating employment for the older worker.

Before the interview with the employer, the interviewer should instruct the applicant to emphasize his skills and qualifications and not discuss

with the employer irrelevant facts about his life. Prompt verification following job referral frequently will point out areas of applicant difficulty that can be remedied by further counseling. Job change due to obsolescent skills is also a consideration with the older worker. The interviewer should be alert to this possibility and refer the applicant for counseling assistance. Emotional conflicts, complicated family or financial problems, and medical problems frequently are experienced by the older person. When the interviewer or counselor recognizes any of these problem areas, the applicant should be referred to the most appropriate community agency for help prior to any attempt toward job placement.

Youth

For reporting purposes, any applicant under 22 years of age is considered to be a youth. The extent of special services needed will vary. For example, some applicants in this age group are qualified to compete in the job market with adults. Others have problems of job choice, job preparation, job adjustment, or need special help in job finding. Obstacles frequently encountered by young applicants are: Limited or nonexistent work history, lack of experience with empoyer interviews, poor work habits, and a need for guidance in establishing a realistic vocational plan. Mere mechanical matching of job requirements and applicant qualifications frequently will deprive the youthful applicant of a chance at job placement. If an interviewer carefully evaluates a youth's qualifications, suitable referrals often can be made, even though an exact match is not apparent at first. It is the policy of the USTES to—

1. Promote employer acceptance of youth on the basis of qualifications.
2. Refer youth to jobs that will not be injurious to their health or welfare.
3. When practicable, refer youth to jobs offering opportunity for advancement.
4. Maintain cooperative relations with the schools, training agencies, and other community groups.

Knowledge and understanding of child labor laws is essential to the interviewer assisting youth in job placement. *A Guide to Child Labor Provisions of the Fair Labor Standards Act* (Child Labor Bulletin No. 101) is a good source of general information. Additional information can be obtained from the regional office of the Wage and Hour and Public Contracts Divisions of the U.S. Department of Labor. When there is a difference between State and Federal regulations, the interviewer will adhere to the one with the higher standards. In most areas, youth 14 and 15 years old may work during nonschool hours and vacation; youth 16 and above may be employed in

most occupations; youth in hazardous jobs must be over 18 years old; and obtaining a work permit, if needed, is the responsibility of the applicant.

Special programs or activities for youth applicants include:

1. *Youth Opportunity Centers.* YOC's are separate youth employment offices in urban areas designed to give young jobseekers a place to go for employment services tailored to their individual needs. The Youth Opportunity Centers are concerned with employability as well as immediate placement of youth.

2. *Youth units in local offices.* Local offices in areas where there are no YOC's have youth units in which youth specialists handle all aspects of service to youth. Depending on the size of the units, they may be staffed with counselors and/or interviewers and youth aides. These units are full functioning and tailored to meet the employment needs of youth.

3. *Employment of youth in agricultural work.* Youth are best suited for jobs involving lesser skills and physical effort. Assigned duties should not include operation of heavy farm machinery or require specialized agricultural knowledge. The young applicant has been used to good advantage in day-haul programs (commuting from home); youth live-in programs (live and work in one place all summer); and youth camps (operated by farmers or farm associations supervised by State employment services). Obtain the written consent of parents before referring. Do not refer an applicant under 14 years old.

4. *State training schools* (youth correctional institutions). Applicants from these schools do not have prison or criminal records and are not subject to the policies or cautions which govern referral of those applicants having records. ES staff will administer the GATB, provide employment counseling to those without a vocational plan, and carry out a program of positive job development. Many areas maintain formal cooperative agreements with local training schools and reformatories which provide for specific responsibilities or courses of action.

5. *ES school program.*
   a. *Service to high school seniors.* Since 1948, the employment service has sponsored a special year-round program for seniors who will be entering the job market as they graduate from high school. Employment service staff now go to about 10,000 public and parochial schools to register, counsel, and place such seniors. The aim is to assist seniors to choose and get more suitable jobs than they would get without this help.
   b. *Service to dropouts.* The employment service makes arrangements with the schools for the referral of dropouts to the employment

service to receive employment counseling and placement service. Monthly lists of dropouts are sent from many schools to the local offices. The dropouts are then contacted and invited to the employment service for specialized services.

c. *Work-study programs.* Many local offices cooperate with local high schools in the placement of youth in part-time jobs through such projects as distributive education, work-experience education, or cooperative education.

6. *Students leaving college.* The person leaving college, either as a graduate or with incompleted study, usually has had little or no work experience directly related to his field of study. To obtain employment compatible with the student's interest usually requires job development with employers, emphasizing knowledge acquired in school as a substitute for experience. If no suitable job opportunities can be found locally, use of established clearance procedures may result in placement.
7. *Service to rural and small-town youth.* When it is feasible, a rural youth should register with the local or metropolitan ES office nearest his home. However, there are occasions when this is not possible, and a large number of rural young people can be reached by employment service staff visiting the outlying schools. The interviewer takes the applications, administers appropriate tests, gives job market information, and then records this information in the local office for suitable action.
8. *Bureau of Apprenticeship and Training.*
9. *MDTA.*
10. *Job Corps.*
11. *NYC.*

Minority Groups

A minority group is any group of people whose members are discriminated against by the dominant group(s) because of race, color, creed, or national origin. ES policy prohibits the referral of applicants (1) to employers who are known to have discriminatory hiring practices, and (2) on job orders which contain any discriminatory specifications with regard to race, creed, color, or national origin. Applicants must be referred to job openings and training opportunities solely on the basis of their occupational qualifications or suitability for training. Titles VI and VII of the Civil Rights Act of 1964 also require the ES to provide all services without discrimination and not to refer an applicant to employment or training on the basis of his race, religion, color, national origin, or sex.

Thus, in selecting or referring applicants, the local office may not follow the traditional racial employment patterns of the community or what are believed to be the hiring preferences of individual employers.

Discriminatory hiring practices frequently have restricted the employment opportunities of minority-group workers to traditional service and unskilled jobs. In selecting minority applicants for referral, particularly those classified in low-skilled occupations, emphasis should be placed on the education, knowledge, and potentialities of the applicants, rather than on their restricted prior employment. Interviewers should be alert to recognize the qualifications of such applicants for higher skilled occupations and should assign classifications for such occupations or route the applicants to the appropriate point in the office for such assignment. Intensive efforts should be made to refer applicants whose work history indicates that they have been underemployed to jobs in line with their highest qualifications.

If an applicant feels that an employment agency, labor union, or employer has discriminated against him because of his race, creed, color, national origin, or sex, he should be shown the title VI or title VII poster (which must be displayed in all employment security offices), and he should be advised to send his complaint to the agency indicated on the appropriate poster or to a State or local fair employment practice agency, if one exists.

Referral to Civil Service

Many jobs in Federal, State, county, or municipal service, by law, are available to citizens only. These laws are, of course, observed in ES operations. The procedures for selection of applicants for Federal employment will always be as follows: First, disabled veterans; second, veterans other than disabled; third, nonveteran applicants claiming veteran preference for Federal employment; and fourth, all other qualified applicants. Specific application forms and qualifying tests are frequently a prerequisite to civil service jobs. The interviewer will assist the applicant in preparation of application forms. Bulletins from civil service agencies will aid the interviewer in answering questions about specific jobs. A knowledge of test location and time for examination is necessary to give complete employment service to the interested applicant (local practices, agency(s), address, phone number, what exams are open, and when administered).

Selective Service Rehabilitants

Those young men who fail to pass the physical or educational tests given to selective service registrants comprise the group known as selective service rehabilitants. The ES program for rejectees will be limited to

unemployed or underemployed young men who are not acceptable for military service on educational deficiency grounds only, or educational deficiency and other grounds. Due to the complex problems of many rehabilitants, the counseling unit in the local office should have primary responsibility for providing service to this group. Priority over other applicants should be given (veterans' preference is always observed) for enrollment in proposed training programs, where the rehabilitant meets the standards of the program. Using ES procedures for selection and referral, a selective service rehabilitant may be referred on any job order, although many times job development will be necessary. Commensurate with applicants' needs, the following services should be considered for referral: Job Corps, MDTA, NYC, or other community agencies.

Mass Separations

A mass separation is the separation (permanently or for an indefinite period of 7 or more days) of a large number of workers from the same employer at approximately the same time and for a reason common to all workers. Provision is made to give any worker who so desires the opportunity to register individually for employment. Mass separations are usually one of two types: (1) the temporary or seasonal layoff, and (2) the permanent layoff which usually involves the closing of a place of business. For those workers who regularly experience a seasonal layoff, assigning an additional classification based on skills and aptitudes not necessarily related to their most recent or regular job frequently will help in placement.

In instances where permanent mass layoffs involve a large percentage of an area's labor force, the use of clearance procedures and job inventory lists will prove useful for referrals. The interviewer should give consideration to retraining for those workers whose acquired skills are no longer marketable or who have occupational skills that are becoming obsolete.

APPENDIXES

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Appendix A

Glossary

Disadvantaged applicant. An applicant who is a poor person, does not have suitable employment, *and* is either (1) a school dropout, (2) a member of a minority group, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped.

Disadvantaged youth. Persons aged 16 through 21 who come from a severely impoverished environment which has resulted in inadequate educational attainment, inadequate work preparation, inadequate or unrealistic motivation, and inability to obtain or hold suitable employment.

SEE: MDTA—Criteria for Selection for Youth Programs.
Job Corps.
NYC.

Displaced workers. See Mass Separations.

Draft rejectees. Individuals who have failed to qualify for active duty in the Armed Forces of the United States for physical or educational reasons.

SEE: If disadvantaged, MDTA—Criteria for Selection for Youth Programs.
Selective Service Rehabilitants.

Educationally disadvantaged worker. See: MDTA—Basic Education.

Family. A family consists of one or more persons living in a single household who are related to each other by blood, marriage, or adoption. All persons living in one household who are related to each other are regarded as one family. An individual living alone or in group quarters is considered a family.

Farm family. A family living in rural territory (outside the corporate limits of a city of 2,500 or more, or outside an urbanized area contiguous to such a city) on places of 10 or more acres from which sales of farm products amounted to $50 or more, or on places of less than 10 acres from which sales of farm products amounted to $250 or more.

Family income. Net cash income from all sources by all family members, excluding capital gains and losses as well as one-time unearned in-

come receipts such as insurance payments and gifts. Noncash income, such as wages received in the form of food or housing, or the value of owner-occupied property, is excluded by this definition.

Handicapped workers. One who has a physical, mental, or emotional impairment or condition included in the *ES Manual's* list of coded disabilities; or has an impairment or condition not included in the list and is in need of one or more of the specialized services to obtain a suitable job; or is a veteran currently rated 10-percent or more disabled by the VA or retired for physical disability by a branch of the armed services.

Job market reentrants. Persons needing refresher training, within the area of their previous speciality, or new skills.

Member of minority. Refers to: Negroes, American Indians, Japanese, Chinese, Filipinos, Koreans, Polynesians, Indonesians, Hawaiians, Aleuts, Eskimos, Mexican Americans, Puerto Ricans, and people with Spanish surnames.

Older worker. A person who is 45 and over and is encountering, or may be expected to encounter, difficulty in getting or keeping a job, principally because of his age.

Unemployed. Persons who have no suitable employment and are available for work, including unemployed persons who have engaged in specific jobseeking activity within the past 4 weeks; applicants waiting to be informed of the starting date of a new job or to be called back to an old job; or unemployed persons who would have been looking for work except for temporary illness.

Poor person. For purposes of the definition of disadvantaged, an applicant who is a member of a family (1) which receives cash welfare payments, or (2) whose annual income in relation to family size and location does not exceed the following criteria:

Family size	Income nonfarm	Income farm	Family size	Income nonfarm	Income farm
1	$1,800	$1,500	8	$6,000	$5,000
2	2,400	2,000	9	6,600	5,500
3	3,000	2,500	10	7,200	6,000
4	3,600	3,000	11	7,800	6,500
5	4,200	3,500	12	8,400	7,000
6	4,800	4,000	13 or more	9,000	7,500
7	5,400	4,500			

School dropout. A pupil who leaves school, either during high school or earlier, before he graduates or completes a program and does not transfer to another school (Identify according to needs.)

SEE: MDTA—Criteria for Selection for Youth Programs.
NYC.

Underemployed. Persons who are working below their skill capacity, are receiving or have received notice that they will be working less than full time in their industries or occupations, or have received notice they will be unemployed because their skills are becoming obsolete.

Veteran. A person who served at least 1 day in the active service of the Armed Forces of the United States during any of the periods listed below and who has been discharged or released under other than dishonorable conditions:

Spanish-American War—April 21, 1898, to August 12, 1898.
Philippine Insurrection—August 13, 1898, to July 4, 1902. (If service was in Moro Province, ending date is July 15, 1903.)
Boxer Rebellion—June 20, 1900, to May 12, 1901.
World War I—April 6, 1917, to November 11, 1918. (If service was in Russia, ending date is April 1, 1920.)
World War II—December 7, 1941, to December 31, 1946.
Korean Conflict—June 27, 1950, to January 31, 1955.
Post-Korean Service—February 1, 1955 to date. (Six-month reservist on active duty for 180 days or less, as well as men who served in the National Guard, except if the Guard was federalized, are not eligible, unless the release from active duty was for a service-connected disability.)

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Appendix B

Local Office Directory

Apprenticeship Information Center
Person to Contact
Phone Number
Address

Civil Service Commission (Federal, State, Municipal)
Person to Contact
Phone Number
Address

State Vocational Rehabilitation
Person to Contact
Phone Number
Address

Veterans Administration
Person to Contact
Phone Number
Address

Office of Economic Opportunity
Person to Contact
Phone Number
Address

U.S. GOVERNMENT PRINTING OFFICE: 1970 O—402-857

Apprenticeship

Apprenticeship Information Centers

The Manpower Development and Training Act (MDTA)

Job Corps

Neighborhood Youth Corps (NYC)

State Vocational Rehabilitation Agency (SVRA)

Veterans Administration (VA)

Job Opportunities in the Business Sector (JOBS) Program

New Careers Program

Special Impact Program (Urban Areas)

Operation Mainstream (Rural Areas)

Work Incentive Program (WIN)